



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

Washington, D.C. 20460

June 8, 2022

OFFICE OF
GENERAL COUNSEL

MEMORANDUM

SUBJECT: Impartiality Determination to Participate in Certain Specific Party Matters
Involving the State of Colorado

FROM: Justina Fugh
Alternate Designated Agency Ethics Official and
Director, Ethics Office

TO: Kelly Watkins
Chief of Staff
Region 8

As Chief of Staff to the Regional Administrator for the United States Environmental Protection Agency (EPA) Region 8, you seek permission to participate in specific party matters involving the State of Colorado. Within the last year, prior to being selected for this Administratively Determined (AD) position, you served as the Majority Chief of Staff for the Colorado House of Representatives.

I understand that you have a defined benefit plan with the State of Colorado. As such, you have a financial conflict of interest pursuant to 18 U.S.C. § 208. Under this criminal statute, you cannot participate personally and substantially in any particular matter that will affect the State's ability or willingness to honor its contractual obligations with respect to your state retirement interests. In the Agency's experience, it is unlikely that you as the Chief of Staff in Region 8 will be in any position to affect the State's ability or willingness to pay these benefits to its retirees. I do not expect, then, that 18 U.S.C. § 208 will prohibit you from carrying out your official EPA duties.

What remains is an impartiality concern. The applicable ethics rules are set forth in the Standards of Ethical Conduct for Employees of the Executive Branch, 5 C.F.R. Part 2635, specifically Subpart E, "Impartiality in Performing Official Duty." Upon assuming the position of Chief of Staff, you have a "covered relationship" with the State of Colorado pursuant to 5 C.F.R. § 2635.502(b)(1)(iv). For one year after June 3, 2022, absent an impartiality determination from an EPA ethics official, you cannot participate in any specific party matter in which the State of Colorado is a party or represents a party if that matter is likely to have a direct and predictable effect upon the State or if the circumstances would cause a reasonable person with knowledge of the relevant facts to question your impartiality. *See* 5 C.F.R. § 2635.502(a).

Federal ethics regulations permit federal employees to participate in matters that might raise impartiality concerns when the interest of the federal government in the employee's participation outweighs concern over the questioning of the "integrity of the agency's programs and operations." 5 C.F.R. § 2635.502(d). The factors that the Agency takes into consideration are:

- (1) the nature of the relationship involved;
- (2) the effect that resolution of the matter will have upon the financial interest of the person affected in the relationship;
- (3) the nature and importance of the employee's role in the matter, including the extent to which the employee is called upon to exercise discretion in the matter;
- (4) the sensitivity of the matter;
- (5) the difficulty of reassigning the matter to another employee; and
- (6) adjustments that may be made in the employee's duties that would reduce or eliminate the likelihood that a reasonable person would question the employee's impartiality.

As Chief of Staff to the Regional Administrator, you are part of the regional leadership. You may be asked to participate in discussions and meetings related to particular matters that affect Colorado. Because I conclude that the interest of the United States Government in your participation outweighs any concerns about your impartiality, I am authorizing you to participate as Chief of Staff in particular matters that involve the State of Colorado, but not for any interactions involving the Colorado House of Representatives as an entity. In making this determination, I have taken the following factors into consideration:

Nature of the relationship involved – From January 2012, you have worked with the Colorado House of Representatives, most recently serving as the Majority Chief of Staff since September 2017. You did not hold any position with the state environmental regulatory agency through which Colorado shares responsibility with EPA in protecting human health and the environment. With respect to many of our statutes, EPA has directly delegated states with regulatory and enforcement authority. In fact, EPA, through its regions, works closely and directly with states on a continuing and frequent basis.

Effect of the matter upon your financial interest

I understand that you have a defined benefit plan with the State of Colorado. Although you have a financial conflict of interest pursuant to 18 U.S.C. § 208, it is not disqualifying. *See* 5 C.F.R. §§ 2640.201(c)(1)(ii) and 2640.201(c)(2). In EPA's experience, it is unlikely you as the Chief of Staff will be in any position to affect the State's ability or willingness to pay benefits to its retirees.

Nature and importance of the employee's role – In your role as Chief of Staff, you will assist the Regional Administrator in carrying out her duties and responsibilities over six states and 28 tribal nations. You will be expected to communicate freely with all of the states in your region, including Colorado.

Sensitivity of the matter – We anticipate that there will be specific party matters in which you may be asked to participate, including ones that merit your participation and raises nationally significant issues.

Difficulty of reassigning the matter to another employee – Your participation in significant issues will be of importance to the Regional Administrator.

While we have issued you this determination to interact with the State of Colorado, except for the Colorado House of Representatives, nothing in this impartiality determination should preclude you from choosing to recuse yourself voluntarily, although you are advised to confer with OGC/Ethics or your Regional Counsel should such a circumstance arise. You should also consult with ethics officials if you have any questions about potential matters involving the Colorado House of Representatives as an entity.

This authorization will remain in effect for the remainder of your cooling off period. After [date], you will no longer have a covered relationship with the State of Colorado under the impartiality standards and will no longer require this determination.

If you have any questions regarding this determination, or if a situation arises in which you need advice or clarification, please contact me at fugh.justina@epa.gov or (202) 564-1786.

cc: KC Becker, Regional Administrator, Region 8
Deb Thomas, Deputy Regional Administrator, Region 8
KC Schefski, Regional Counsel, Region 8
Brian Joffe, Deputy Regional Counsel, Region 8
Michael Gleason, Regional Ethics Counsel, Region 8